

**BY ORDER OF THE COMMANDER  
AIR FORCE SPACE COMMAND**



**AIR FORCE SPACE COMMAND  
INSTRUCTION 10-1215**

**2 AUGUST 1999**

**Operations**

**SUPPORT TO COMMERCIAL SPACE LAUNCH  
ACTIVITIES**

**COMPLIANCE WITH THIS PUBLICATION IS MANDATORY**

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This instruction implements Air Force Policy Directive (AFPD) 10-12, *Space*. It applies to all activities that support the commercial space launch industry at Headquarters Air Force Space Command (HQ AFSPC), 14th Air Force, 30th Space Wing and 45th Space Wing. It also applies to all military, government service and applicable contractor personnel whose duties directly relate to the management, preparation and conduct of activities supporting the HQ AFSPC Commercial Spacelift Mission. The reporting requirements in this directive are exempt from report control symbol (RCS) licensing in accordance with AFI 37-124, *The Information Collections and Reports Management Program; Controlling Internal, Public and Interagency Air Force Information Collections*. Send comments and suggested improvements on an AF Form 847, Recommendation for Change of Publication, through appropriate channels, to HQ AFSPC/DOS, 150 Vandenberg St., Suite 1105, Peterson AFB CO 80914-4200. Organizations at any level may supplement this instruction. Supplements will not lessen the requirements nor change the basic content or intent of this instruction. Process supplements as shown in AFI 37-160, Volume 1, Table 3.2, *The Air Force Publications and Forms Management Programs – Developing and Processing Publications*. Forward one copy of each supplement to 14 AF/DOS and HQ AFSPC/DOS for approval.

**1. General .** Support for commercial space launch, as defined under the Commercial Space Launch Act of 1984, as amended, National Space Policy, and DoD policy, encourages commercial launch operations development within the United States private sector. Support for commercial space launch by the 30th and 45th Space Wings will be on a basis compatible with accomplishment of DoD and other government agency missions. Commercial space launch activities will be supported to the fullest extent possible in accordance with established guidance. Air Force Space Command shall support commercial space in accordance with 49 U.S.C 70101-70119, 15 U.S.C. §§ 5801-5808, Pub. L. 105-303, 40 U.S.C. 471, DoDD 3200.11, DoDD 3230.3, Policy on Use of Air Force Real Property for Commercial Space Activities, 7 May 96. USAF and commercial space launch or non-federal space launch users (hereafter referred to as commercial or non-federal users), working cooperatively, conduct many commercial spacelift operations. To ensure proper mission conduct by all Air Force, commercial and non-federal users, USAF per-

sonnel must fully understand the procedures used to support the commercial space launch industry. Understanding of contracting issues and complete understanding of allocation of resources and risks within the Commercial Space Operations Support Agreements (CSOSA), Space Operations Support Agreements (SOSAs) with spaceport authorities and their respective annexes is of particular importance. Guidance should always be sought from HQ AFSPC/DO.

**2. Scope .** This instruction covers the responsibilities for AFSPC, 14 AF and wing organizations in the many aspects of commercial space launch support. Activities, procedures and requirements pertaining to return to flight or launch scheduling are not addressed in this Instruction. The process used following any commercial launch mishap is addressed in [AFSPCI 10-1212](#), *Return To Flight*, which is applicable to all space launches. The process used to schedule DoD, civilian and commercial launches is addressed in [AFSPCI 10-1213](#), *Spacelift Launch Strategy and Scheduling Procedures*.

**3. HQ Air Force Space Command (HQ AFSPC) Responsibilities:**

- 3.1. Develop command policy for support to commercial space launch operations in accordance with existing statutes, policy, directives and applicable international treaties.
- 3.2. Execute and maintain CSOSAs and SOSAs between the Air Force and all commercial or non-federal users which are utilizing Air Force launch property or launch services.

**4. HQ AFSPC Directorate of Operations (HQ AFSPC/DO) Responsibilities:**

- 4.1. Approve and sign CSOSAs and SOSAs between the Air Force and all commercial or non-federal users which is utilizing Air Force launch property or launch services.
- 4.2. Adjudicate waivers to established policy and guidance.
- 4.3. Act as the HQ AFSPC point of contact for all formal actions that involve Federal Aviation Administration, Associate Administrator for Commercial Space Transportation (FAA/AST).

**5. HQ AFSPC Space Support Division (HQ AFSPC/DOS) Responsibilities:**

- 5.1. Serve as the HQ AFSPC lead for commercial space launch activity.
- 5.2. Develop HQ AFSPC policy and guidance to support commercial space launch operations. Coordinate developed policy and guidance with SAF/SX, SAF/MII and other government agencies as required. Review published policies annually.
- 5.3. Provide approved and signed copies of the CSOSA and the SOSA to the commercial or non-federal user and the appropriate Space Wing.

**6. HQ AFSPC Civil Engineering (HQ AFSPC/CE) Responsibilities:**

- 6.1. Develop and obtain SAF/MII approval of standard real property lease and license instruments to be used for commercial launch actions. Update those instruments as necessary.
- 6.2. Approve real property leases or licenses that exceed limits of authority delegated to the Wing Commander.
- 6.3. Forward real property leases or licenses exceeding MAJCOM approval authority to AFREA/DR who staffs the request for SAF/MII approval/disapproval.

6.4. Forward any real property leases or licenses requiring changes to the standard instrument (other than minor technical changes necessary to conform the instrument to a particular transaction) to SAF/MII for approval.

6.5. Develop AFSPC environmental policy and guidance to support commercial space launch operations.

6.6. Evaluate commercial space launch operations to ensure compliance with environmental laws, regulations and policies.

**7. HQ AFSPC Financial Management (HQ AFSPC/FM) Responsibilities:** HQ AFSPC/FM will develop policy and guidance to implement Air Force pricing and costing policies.

**8. 14th Air Force (14 AF) Responsibilities:** 14 AF will ensure 30th Space Wing and 45th Space Wing implement this instruction and ensure development of supplemental guidance as required.

**9. Space Wing Responsibilities:** 30 SW and 45 SW will support commercial and non-federal customers to the full extent allowed by current policy and law.

**10. Wing Commander Responsibilities:**

10.1. Identify excess launch property and/or excess launch services, which can be made available to commercial and non-federal users in accordance with current law and policy.

10.2. Determine when launch property/services or reentry property/services are available/not available to accommodate specific commercial or non-federal user requests. A determination of non-availability must be in writing and be accompanied by supporting rationale.

10.2.1. If the commander makes a determination that launch property/services or reentry property/services are not available, the commander shall forward an information copy of the written notification and supporting rationale to HQ AFSPC/DOS.

10.2.2. As a prerequisite to obtaining use of Air Force owned or controlled facilities, equipment and/or services, a commercial or non-federal user must provide a written statement that no US domestic firm exists which can provide substantially equivalent facilities, equipment and/or services.

10.2.2.1. The statement shall include the reasons domestic firms cannot provide substantially equivalent facilities, equipment and/or services and the process used to make that determination.

10.2.2.2. The statement must provide enough information for the Wing Commander to ensure that provision of Air Force property will not result in giving any commercial user an unfair competitive advantage.

10.2.2.3. Per the Policy on Use of Air Force Real Property for Commercial Space Activities, dated 7 May 96, if a commercial or non-federal user determines it is precluded from using such facilities, equipment and/or services the user must allow that domestic firm to comment on those reasons. The Wing Commander shall encourage the commercial or non-federal user and the launch services provider to reach a mutually acceptable solution. If the commercial or

non-federal user and the launch services provider cannot reach a solution, the Wing Commander may make the decision to allow use of Air Force launch base property based upon all available information or the Wing Commander may elevate the decision to the MAJCOM level.

10.2.3. In the event that a conflict between commercial or non-federal users arises concerning shared use by multiple users of launch property or launch services, the Wing Commander shall encourage those users to reach a mutually acceptable solution. If the users cannot reach such a solution the Wing Commander shall resolve the matter by scheduling shared use of the facility, granting exclusive use as appropriate, or elevating the decision to the MAJCOM level.

10.2.3.1. Exclusive use of launch property may be granted to commercial or non-federal users if it is determined that exclusive possession is in the best interest of both the government and the commercial space industry. Factors to be considered are the program status, date of valid facility request, completeness of documentation, program maturity, benefit to the commercial space industry, benefit to the government and any other matter the Wing Commander deems appropriate in making the decision to grant exclusive or shared use. Such decisions must be made in writing and be accompanied by supporting rationale. Information copies of the written notification and supporting rationale will be forwarded to HQ AFSPC/DOS.

10.3. Determine replacement values for facilities that may be impacted by commercial or non-federal user programs and forward that information to the FAA with a copy to HQ AFSPC/DOS and SAF/SX for input into the Maximum Probable Loss Analysis (MPLA). Forward the final MPLA Report to HQ AFSPC/DOS. Also update baseline assessment information upon request from FAA and forward a copy to HQ AFSPC/DOS and SAF/SX.

10.4. Determine the total amount of insurance a commercial or non-federal user must have to protect the interests of the Government.

10.4.1. Ensure that such insurance is in place prior to the beginning of operations.

10.5. Approve any commercial or non-federal users' use of Letters of Credit or Standby Letters of Credit with the Government Accounting and Finance Office.

10.6. Approve all modifications to USAF-owned real property, facilities or equipment made by commercial or non-federal users.

10.7. Resolve disputes concerning billing of direct costs to the commercial or non-federal user.

10.7.1. Resolution of disputes of less than \$10,000 (exclusive of interest) arising out of a CSOSA or SOSA shall be in writing and shall be final and conclusive. It shall not be appealable or otherwise subject to challenge.

10.7.2. In accordance with the CSOSA or SOSA, resolution of disputes of more than \$10,000 (exclusive of interest) arising out of a CSOSA or SOSA shall be in writing and shall be final and conclusive, unless the user provides the Wing Commander a written appeal of the decision within 30 calendar days of receiving a copy of the decision.

10.8. Approve commercial or non-federal users' contingency plans and processes based on wing staff recommendation. Requirements are found in EWR 127-1 Chapter 6.

10.8.1. The commercial or non-federal user may use other than government resources but its plans and processes must meet Air Force requirements.

10.9. Approve annexes to CSOSAs and SOSAs.

## **11. Wing Plans Office (XP) Responsibilities:**

11.1. Create and maintain a central customer support office to act as the Wing's central point of contact for commercial or non-federal agency requests for base support.

11.1.1. The central customer support office will ensure all necessary financial, civil engineering, safety, environmental and contracting functions in support of commercial or non-federal space launch are conducted. It will work through the appropriate offices to ensure the necessary support is provided to the commercial or non-federal user.

11.1.1.1. The interface between the central customer support office and commercial or non-federal users shall be standardized to the extent possible between 30 SW and 45 SW.

11.2. Advise the commercial or non-federal agency of the Wing's mission, roles, and capabilities.

11.3. Provide initial support planning for commercial or non-federal users.

11.3.1. Prior to initiating any other activities, refer prospective new commercial or non-federal users to all qualified commercial facility providers to ensure that the Air Force does not compete with those commercial providers.

11.3.1.1. Qualified commercial providers are those providers which have either operational facilities not on the launch base or a CSOSA or SOSA and a valid real property instrument which allows it to offer use of property on the launch base by multiple commercial or non-federal users.

11.3.2. Work with commercial and non-federal agencies to match customer requirements with available wing capabilities.

11.3.3. Coordinate program, safety and range requirements with the Range Squadron (RANS) Program Support Manager (PSM).

11.3.4. Develop an initial cost estimate for the requested support in conjunction with appropriate wing agencies. Estimate will be provided to the commercial or non-federal agency, HQ AFSPC/DOS and HQ AFSPC/FM.

11.3.5. Develop the Initial Support Agreements (ISA) for the Wing Commander's signature. The ISA defines the terms and conditions for initial planning support with the commercial or non-federal users. Forward copies of the signed ISA to HQ AFSPC/DOS.

11.3.6. In conjunction with wing FM, ensure a Job Order Number (JON) is established for the commercial or non-federal user. The JON is required before the wing can begin support of the commercial or non-federal user.

11.3.7. Initiate the Universal Document System (UDS) process to produce a Statement of Capability (SC) in response to the commercial or non-federal user's Program Introduction.

11.3.7.1. After the SC is produced, the PSM becomes the primary point of contact for range support services.

11.3.7.2. When the SC becomes part of the executed CSOSA or SOSA and all associated licenses and leases have been approved, CSOSA compliance responsibility remains with the centralized customer support office.

11.4. Ensure development, execution and maintenance of CSOSA and SOSA Annexes and related Appendices between commercial and other non-federal users.

11.4.1. Ensure the most current version of the CSOSA or SOSA (as appropriate) is signed as a prerequisite to negotiation of leases or licenses with commercial or non-federal users.

11.4.2. Provide Annexes to the CSOSA or SOSA to HQ AFSPC/DOS. Annexes must describe the actual support to be provided to the commercial or non-federal user.

11.4.3. If a Commercialization Agreement (which provided use of Air Force property by commercial or non-federal users) terminates before its associated leases or licenses, ensure a current CSOSA or SOSA (as appropriate) is signed and attached to those unexpired real property instruments.

11.5. Develop a standard process for the identification of launch property/service and/or reentry property/services within the control of the Air Force which can be made available to meet the commercial or non-federal user's needs.

11.6. Develop and maintain a Wing Capabilities Handbook and provide HQ AFSPC/DOS a copy.

**12. Wing Civil Engineering (CE) Responsibilities.** Wing CE, through the Real Property Office, is the office of primary responsibility for all real property lease and license actions. This includes preparation of new instruments as well as extension, revision, or termination of existing instruments. CE is also the office of primary responsibility for all environmental issues. CE will work through the XP customer support office to ensure commercial or non-federal users meet all requirements for use of launch property/services. Wing CE will:

12.1. When notified by the Wing/XP of the facility selected for use by a commercial or non-federal user, submit proposed use to the base Facilities Board for approval in accordance with [AFSPCI 32-1008](#), *Installations Facility Board*.

12.2. Forward all proposed real property leases or licenses that exceed the limits of the authority delegated to the Wing Commander to HQ AFSPC/CE for approval.

12.3. Forward to HQ AFSPC/CE and SAF/MII any requests by commercial or non-federal users that are space related but do not meet the definition of launch property under the Commercial Space Launch Act, as amended. Such requests are outside the scope and applicability of current Air Force policy.

12.4. Ensure an Environmental Baseline Survey is completed prior to the execution of a lease or license.

12.5. Ensure Federal, State, and local environmental requirements are met prior to execution of a lease or license. This should include, but is not limited to, an Environmental Impact Analysis, an assessment whether an Air Conformity Determination must be prepared, and compliance with the Clean Water Act.

12.6. Ensure an Environmental Closeout Survey is completed upon termination of real property agreements, as required.

12.7. Ensure lease/license compliance after the CSOSA or SOSA has been executed and all real property licenses and leases have been approved.

**13. Wing Safety (SE) Responsibilities:**

13.1. Advise the wing and unit commanders about safety programs and hazards associated with commercial activities and operations.

13.2. Work through the central customer support office to ensure a commercial or non-federal user's safety plan is consistent with safety requirements to fulfill the Wing Commander's base and public safety responsibilities.

**14. Wing Financial Management Office (FM) Responsibilities:**

14.1. Identify and establish necessary data reporting points, processes and cost accounting structures to separately calculate the full cost of each supported commercial launch and billable cost for each launch.

14.2. Using the Job Order Cost Accounting System (JOCAS), develop price estimates for eligible commercial space launches using the SC from the UDS.

14.3. Work with the central commercial customer support office and establish a Job Order Number (JON) for commercial or non-federal users and provide JOCAS reports, as required.

**15. Wing Logistics Group (LG) Responsibilities:**

15.1. Work with the central commercial support office to ensure the commercial or non-federal user complies with base support and/or other applicable agreements.

15.2. Manage and/or administer contracts supporting all range customers in accordance with contractual authority to include review of excess property/equipment modifications for sustainment and operations and maintenance impacts.

15.3. Coordinate with base CE on proposals by commercial or non-federal agencies that might impact on license/lease agreements.

**16. Range Squadron (RANS) Responsibilities . The RANS will:**

16.1. Provide a PSM to interface with the centralized customer support office for integration of range requirements through the UDS.

16.1.1. The PSM becomes the primary point of contact for commercial and non-federal range support services once the SC is produced.

16.2. Operate the Range, as required, to support commercial launch operations.

WILLIAM R. LOONEY, Maj Gen, USAF  
Director of Operations

## Attachment 1

## GLOSSARY OF REFERENCES, TERMS ABBREVIATIONS AND ACRONYMS

**References**

Air Force Policy Directive 10-12, *Space*

Air Force Instruction 10-1201, *Space Operations*

Air Force Space Command Instruction 32-1008, *Installations Facility Board*

Air Force Instruction 32-7061, *The Environmental Impact System Analysis Process*

Air Force Instruction 32-7066, *Environmental Baseline Surveys in Real Estate Transactions*

Air Force Instruction 32-9003, *Granting Temporary Use of Air Force Real Property*

DoD Directive 3200.11, *Major Range and Test Facility Base (MRTFB)*

DoD Directive 3230.3, *DoD Support to U.S. Commercial Space Launch Activities*

DoD Instruction 3230.3, *DoD Support to U.S. Commercial Space Launch Activities*

15 U.S.C. §§ 5801-5808, *Commercial Space Competitiveness*

40 U.S.C. §§ 471, *Public Buildings, Property, and Works*

42 U.S.C. §§ 4321 et. seq., *National Environmental Policy Act*

49 U.S.C. §§ 70101-70119, *Commercial Space Launch Activities*

Public Law 105-303, *Commercial Space Act of 1998*

Statement of Federal Financial Accounting Standard No. 4, *Managerial Cost Accounting*

*Commercial Space Operations Support Agreement (CSOSA)*

*Policy on Use of Air Force Real Property for Commercial Space Activities*, dated May 7, 1996

**Terms**

**Commercial**—Having private capital at risk, and primary financial management responsibility for the launch activities residing with the private sector. (15 U.S.C. 5802, reference (c)).

**Commercialization Agreement**—Precursor document to the Commercial Space Operations Support Agreement which detailed support to commercial or non-federal user activities, financial arrangements, and safety and security compliance requirements.

**Commercial Space Operations Support Agreement**—A support agreement between HQ AFSPC and commercial users that describes support of user activities, allocation of risks, financial arrangements and safety, security and environmental compliance requirements.

**Commercial or Non-Federal User**—. – Commercial or non-federal agencies involved in the commercial space launch business that use excess launch capacity. State government agencies such as state spaceports are included in this definition.

**Direct Cost**—Actual cost that can be unambiguously associated with a commercial launch effort or other

commercial space activity which would not be borne by the DoD in the absence of the commercial activity. (49 U.S.C. 70111, 15 U.S.C. 5807, references (b) and (c)).

**Excess Launch Services**—Launch Services that are excess or otherwise not currently needed for public use (49 U.S.C. 70102 and 15 U.S.C. 5802, references (b) and (c)).

**Excess Launch Property**—Launch Property that is excess or otherwise not currently needed for public use (49 U.S.C. 70102 and 15 U.S.C. 5802, references (b) and (c)).

**Exclusive Use**—Granting exclusive possession of real or personal property to a commercial or non-federal user. Exclusive use of real property (land or facilities) is granted with a real estate lease. Exclusive use of personal property is granted with an appropriate equipment lease or similar agreement.

**Full Cost**—A monetary measure of the amount of resources applied or consumed in providing launch and range services. It is the sum of the direct and indirect costs that contribute to the output including an appropriate allocation of supporting services costs.

**Initial Support Agreement**—The first agreement signed after a commercial/non-federal user's program is defined. The Agreement defines the terms and conditions for initial planning support from the Wing.

**Launch Site Operator**—A commercial company or non-federal agency that has a valid DoT license to operate a launch site on Wing property. Operations personnel from a commercial or non-federal agency licensed to operate a launch site on wing property.

**Launch Property**—Any item built for or used in the preparation or launch of a launch vehicle. Launch property does not include unimproved land. Administrative buildings may be considered launch property only if they are directly related to launch preparation or not otherwise commercially available within 50 miles of the processing or launch facilities. (49 U.S.C. 70120, reference (b)).

**Launch Services**—Activities involved in the preparation of a launch vehicle or payload or the conduct of a launch (49 U.S.C. 70102 and 15 U.S.C. 5802, references (b) and (c)).

**Launch Services Provider**—A commercial company or non-federal agency that has a valid DoT license to conduct activities involved in the preparation of a launch vehicle or payload or the conduct of a launch.

**MPLA**—Maximum Probable Loss Analysis conducted by the FAA for insurance purposes.

**Program Support Manager**—(PSM) – Point of contact assigned by the RANS to be responsible for integrating range requirements support through the Universal Documentation System.

**Program Introduction**—(PI) – The initial UDS planning document submitted by a potential commercial or non-federal user to the support range immediately upon identification of general program requirements.

**Real Property Office**—Office of primary responsibility within wing-level Civil Engineering for administering real property leases and licenses.

**Shared Use**—Granting use of real or person property to multiple users, to include government, commercial or non-federal users. Shared use of real property (land and facilities) is granted with a real estate license. Shared use of personal property is granted with an appropriate equipment license or similar agreement.

**Statement of Capability**—(SC) – The UDS document provided by Wing Plans which provides the commercial or non-federal user with a preliminary cost estimate and/or prerequisites for support. The SC is provided in response to the PI.

**Substantially Equivalent**—Available from a domestic source on reasonable terms and conditions, such as price, quality and schedule. (Policy on Use of Air Force Real Property for Commercial Space Activities, dated 7 May 96).

**UDS**—Universal Documentation System. Standardized documentation system providing a formal, common method of language and format for stating user, safety, and range requirements, and preparing range support response documents.

***Abbreviations and Acronyms***

**AFI**—Air Force Instruction

**AFPD**—Air Force Policy Directive

**AFSPC**—Air Force Space Command

**AFSPCI**—Air Force Space Command Instruction

**CSLA**—Commercial Space Launch Activities (Formerly the Commercial Space Launch Act).

**CSOSA**—Commercial Space Operations Support Agreement

**DoD**—Department of Defense

**DoDD**—Department of Defense Directive

**DoT**—Department of Transportation

**DoT/FAA/AST**—Department of Transportation's Office of Commercial Space Transportation

**ISA**—Initial Support Agreement

**JOCAS**—Job Order Cost Accounting System

**JON**—Job Order Number

**MAJCOM**—Major Command

**MPLA**—Maximum Probable Loss Analysis

**PSM**—Program Support Manager

**RANS**—Range Squadron

**SAF/SX**—Assistant Secretary of the Air Force for Space

**SAF/MII**—Assistant Secretary of the Air Force for Manpower, Reserve Affairs, Installations and Environment

**SC**—Statement of Capability

**SMC**—Space and Missile Systems Center, Los Angeles AFB CA.

**SW**—Space Wing

**UDS**—Universal Documentation System.